Tobacco Control Activity in Manitoba

A Survey Report by

The Environmental Health Unit,

Public Health Branch

Manitoba Health

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Introduction

This report is the outcome of a survey sent to Manitoba organizations, identified as having a role in tobacco control, in August 2000. The purpose of the survey was to establish an inventory of present or planned tobacco control activity in Manitoba to assist in planning for future activities, identify gaps, avoid duplication, increase awareness among organizations as to the activities of others and identify successful initiatives that could be implemented elsewhere. The survey is based on the goals and strategies of the National Strategy document titled *New Directions for Tobacco Control in Canada*. These goals and strategies are as follows:

Goals: prevention, protection, cessation, *denormalization.

Strategic directions: policy and legislation, industry accountability, programs and services, media and communications, evaluation and research.

In total, 85 surveys were sent out and 45 responses received. To assist in the presentation of the data, the 45 respondents were grouped into five categories: government organizations (8), non-government organizations (11), regional health authorities (10), correctional facilities (5) and school divisions (11). The Executive Summary of the report discusses some general observations on the survey findings. The data is presented in bar graph and pie chart formats for easier reading. Further analysis of the survey data is found in the breakdown chart summary section. The appendix contains the list of respondents.

* Denormalization is the fourth goal of the National Strategy—*New Directions for Tobacco Control in Canada*, and is defined as "educating Canadians about the marketing strategies and tactics of the tobacco industry and the effects the industry's products have on the health of Canadians in order that social attitudes are consistent with the hazardous, addictive nature of tobacco and industry products." For ease of understanding, this survey uses the term "industry accountability" to refer to denormalization.

Introduction

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Executive Summary

Some general observations can be made from the results of this survey:

- Most organizations are addressing tobacco use using a number of different strategies as outlined in the National Strategy Document.
- Policy and legislation strategies for protection from environmental tobacco smoke was the activity respondents engaged in most frequently, with 34 indicating activity in this area. The second most engaged-in activity was programs and services in preventing tobacco use, with 28 respondents indicating activity in this area.
- The strategy least engaged-in was research and evaluation towards the goal of Industry Accountability, with 0 respondents indicating activity in this area. Only three respondents indicated any activity in the area of industry accountability for any of the strategies. These results clearly indicate that this important goal of the National Strategy is not being acted upon in this province.
- With regard to preventing tobacco use, Regional Health Authorities are the most active group across all strategies and, in particular, programs and services.
- With regard to protection, the responses indicate that school divisions, through no-smoking policies, are active in this area. All Regional Health Authorities report activity through programs, services, media and communications to address protection.
- All groups report some activity with regard to cessation, with slightly less than half engaged in programs and services. Only one organization reported doing research and evaluation in cessation.

- When asked about why their organization was not involved in any of the strategic directions of the National Strategy (policy and legislation, industry accountability, programs and services, media and communications, research and evaluation) most respondents indicated that these strategies were not part of their mandate and/or they did not have sufficient resources (human/financial) to carry out such activities. This may indicate that while there is greater awareness of the importance of addressing tobacco use, organizational mandates and the resulting devotion of resources are lagging behind.
- The results of this survey indicate that many organizations are addressing tobacco use in ways consistent with the mandate of their organization, and within the limits of resources available to them. The latest data available on tobacco use indicates Manitoba's prevalence rate is 23%, below the national average of 25% and second only to British Columbia at 20%. While most would agree that a great deal more can be done to reduce tobacco use, organizations active in tobacco use reduction deserve some credit for the below-average prevalence rate in Manitoba.

Abbreviations

P&L	–	Policy and Legislation
IA	–	Industry Accountability
P&S	–	Programs and Services
E&R	–	Evaluation and Research
GOV	–	Government Organization
NGO	–	Non-Government Organization
RHA	–	Regional Health Authority
CORR	–	Correctional Facility
SD	–	School Division
ETS	–	Environmental Tobacco Smoke

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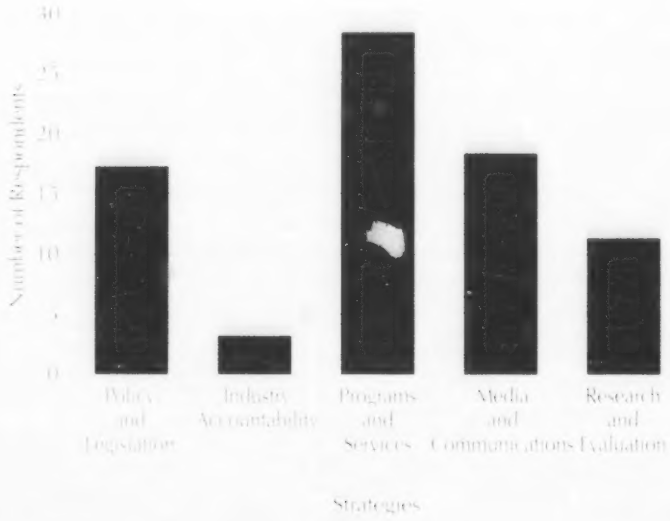
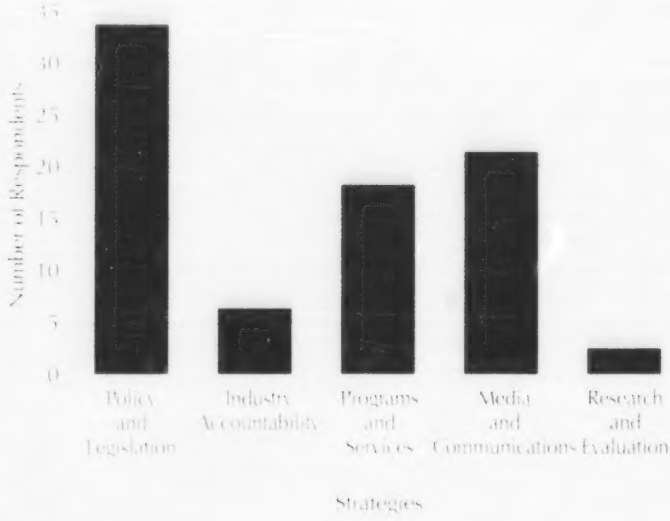
General Survey Results: Prevention

- The majority of respondents address prevention through programs and services. Very few attempt prevention by educating youth on tobacco industry marketing practices (i.e., industry accountability).

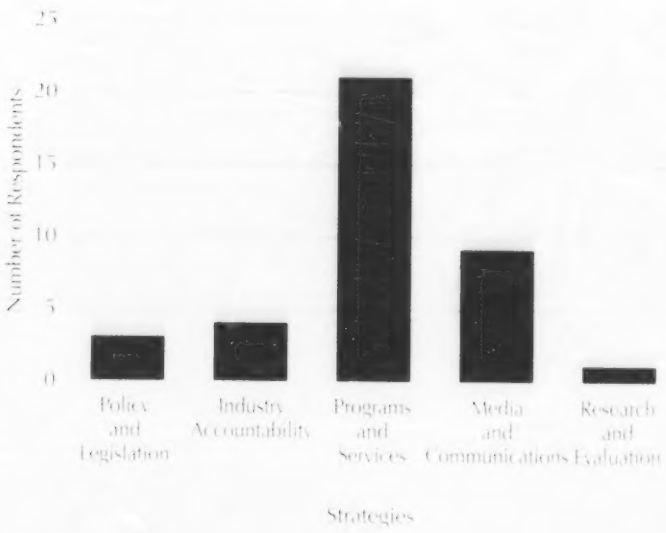


General Survey Results: Protection

- No-smoking policies in buildings, and communication with the public on the risks posed by exposure to ETS are the strategies most commonly used to address protection from ETS.

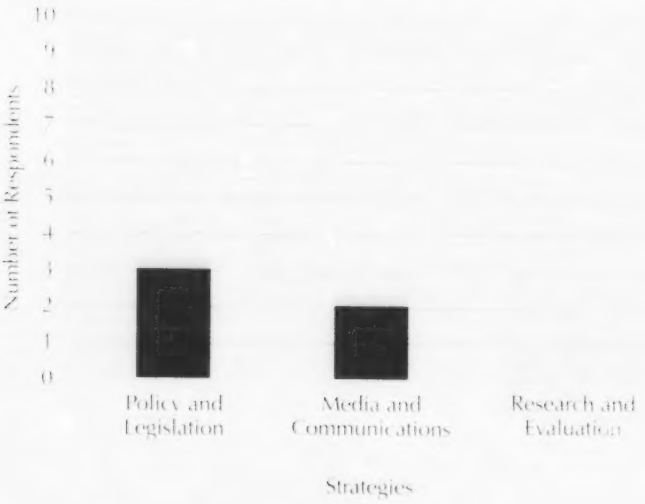


General Survey Results: Cessation



- As expected, cessation is largely addressed through programs and services, primarily quit-smoking programs, counselling and information on cessation aids such as Nicotine Replacement Therapies and Zyban.

General Survey Results: Industry Accountability



- Very few respondents indicated any activity in this area.

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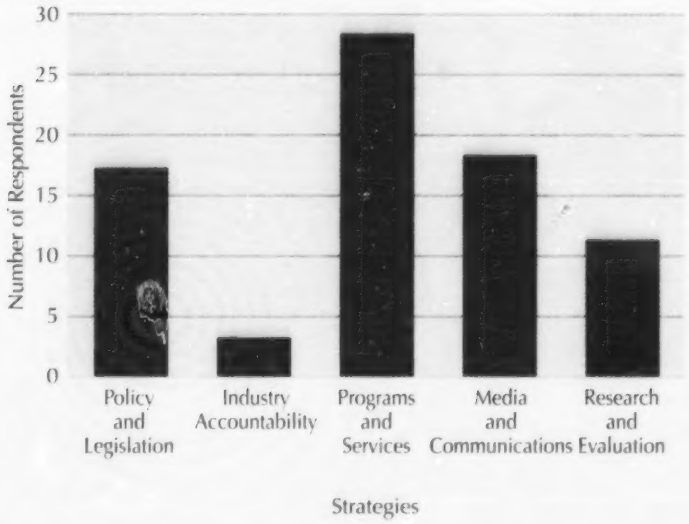

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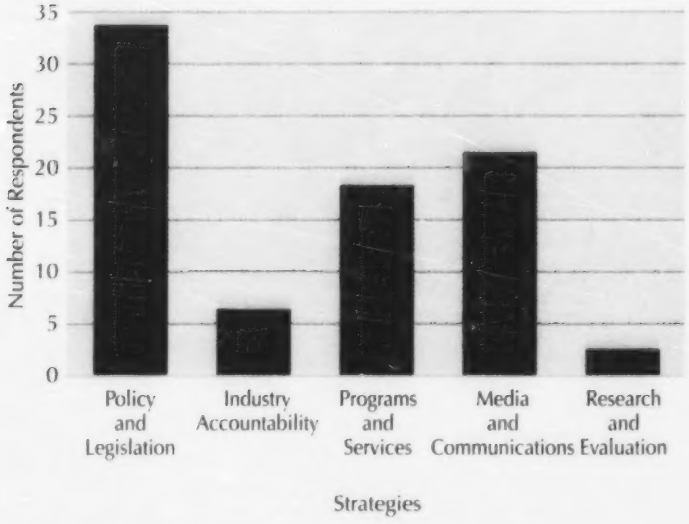

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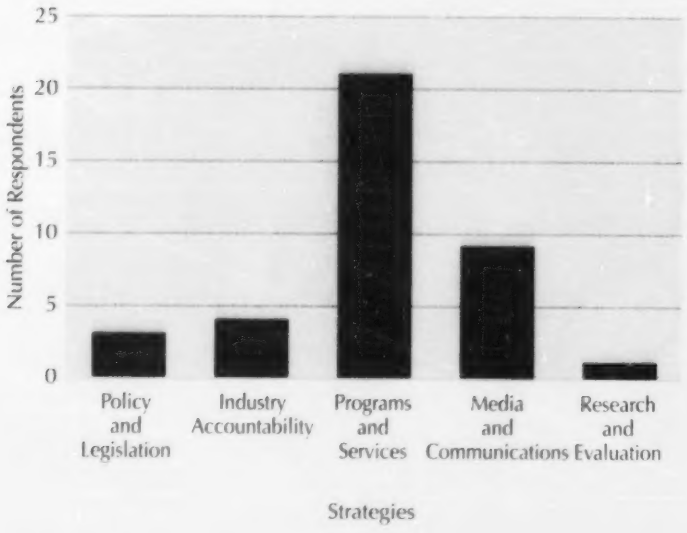

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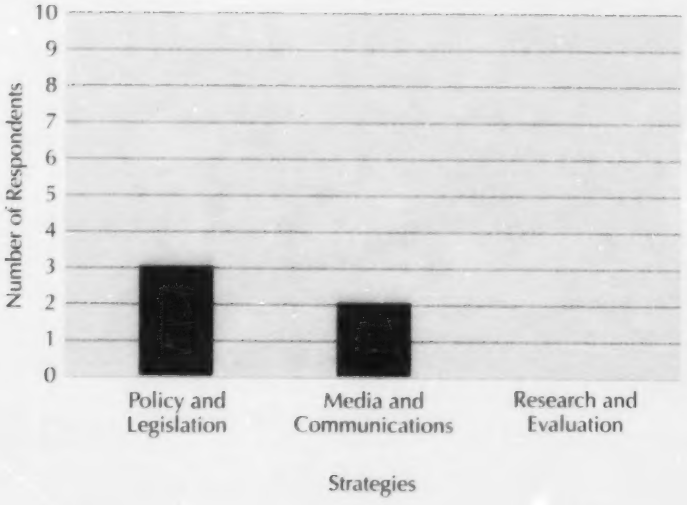
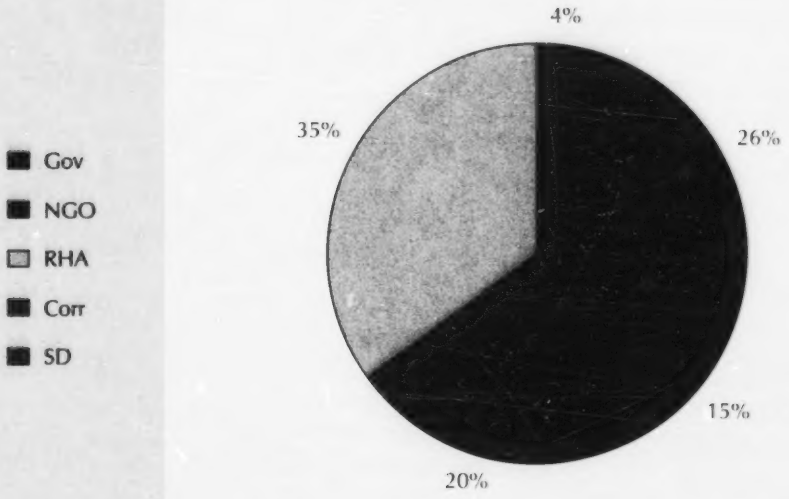


- Very few respondents indicated any activity in this area.

Statistical Breakdown Among Groups: Prevention



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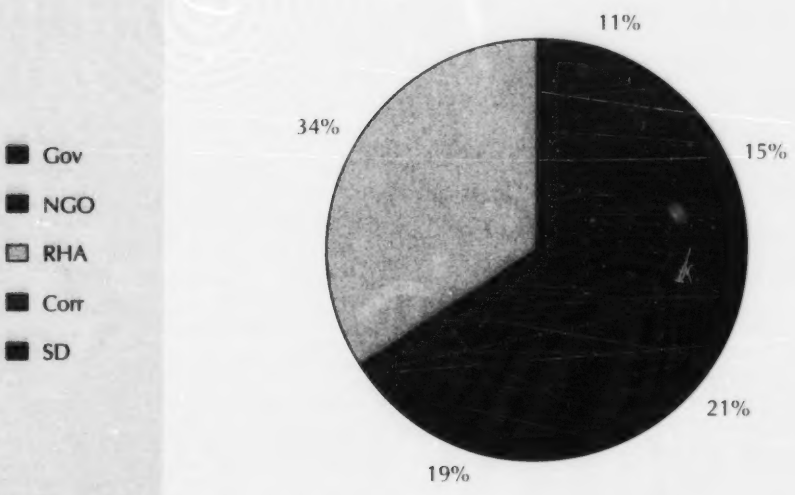
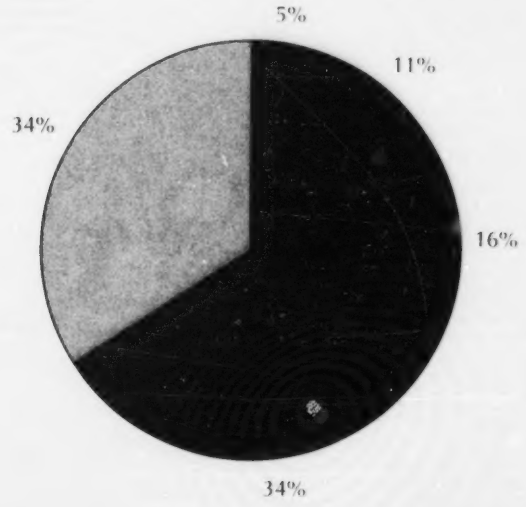
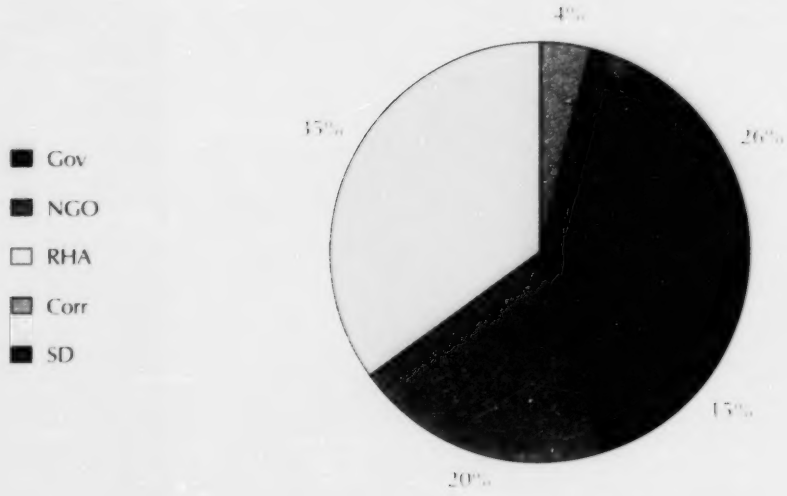


Statistical Breakdown Among Groups: Cessation



Statistical Breakdown Among Groups: Industry Accountability

Statistical Breakdown Among Groups: Prevention



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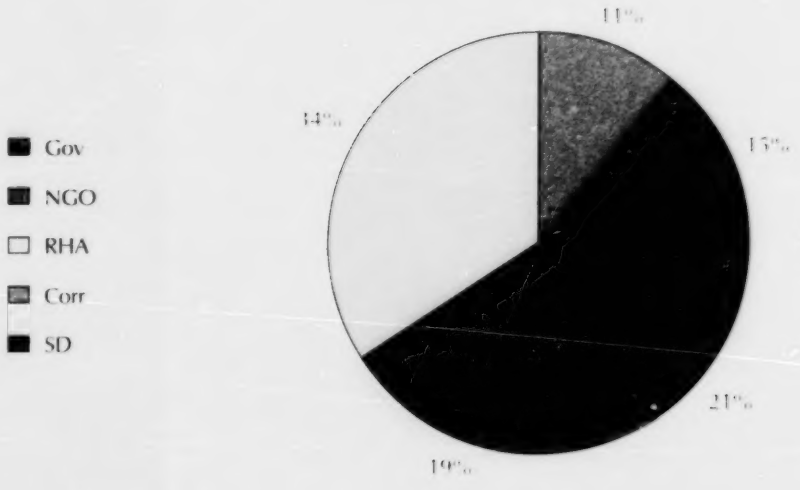

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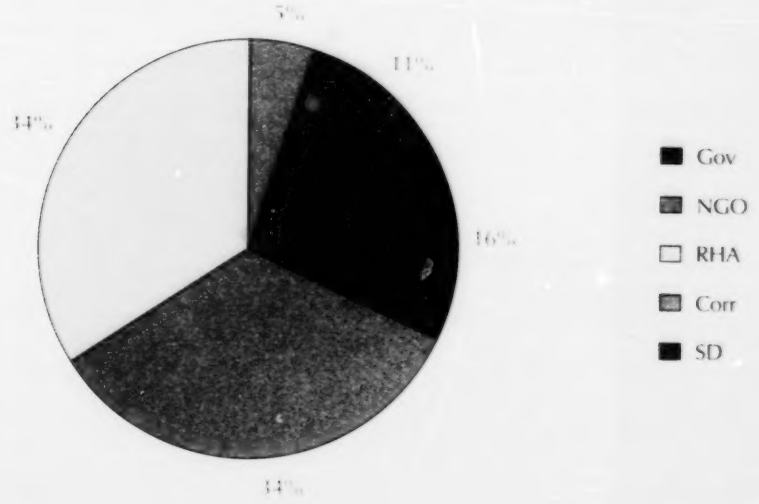
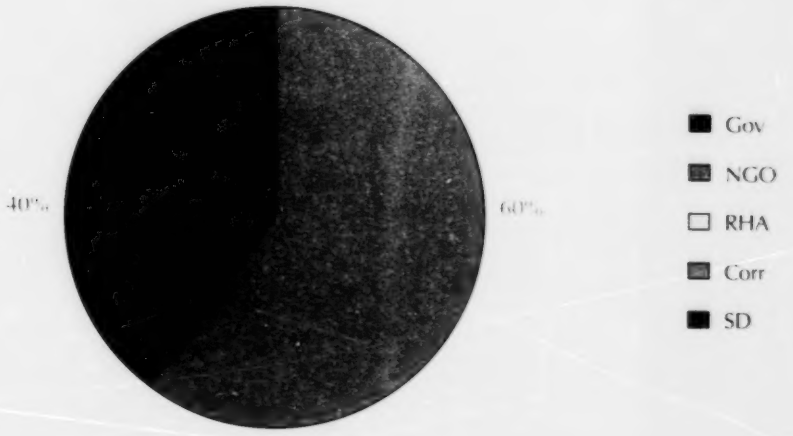
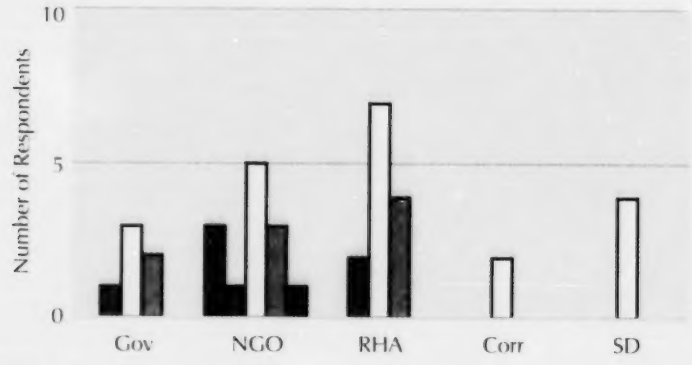


Statistical Breakdown Among Groups: Industry Accountability



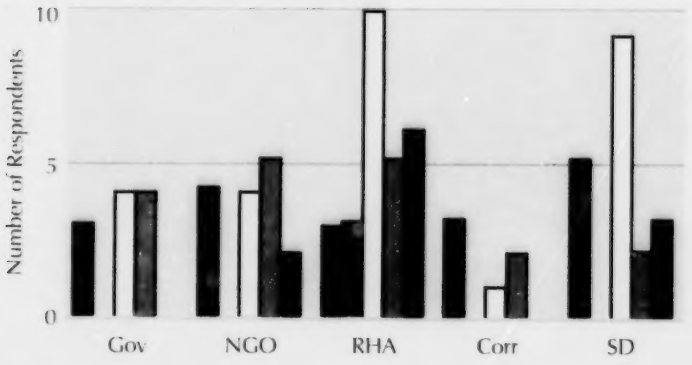
Cessation: Results Breakdown



	Gov	NGO	RHA	Corr	SD
P & L	0	3	0	0	0
IA	1	1	2	0	0
P & S	3	5	7	2	4
M & C	2	3	4	0	0
R & E	0	1	0	0	0

Respondent Groups

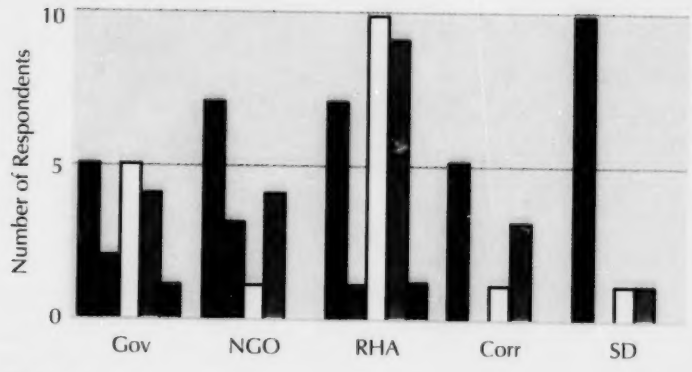
Prevention: Results Breakdown



	Gov	NGO	RHA	Corr	SD
P & L	3	4	2	3	5
IA	0	0	3	0	0
P & S	4	4	10	1	9
M & C	4	5	5	2	2
R & E	0	2	6	0	3

Respondent Groups

Protection: Results Breakdown



	Gov	NGO	RHA	Corr	SD
P & L	5	7	7	5	10
IA	2	3	1	0	0
P & S	5	1	10	1	1
M & C	4	4	9	3	1
R & E	1	0	1	0	0

Respondent Groups

Breakdown Chart Summary: Prevention

- Regional Health Authorities are the group most active in terms of prevention, reporting activity in all five strategic areas.
- Five of 11 school divisions report policy and legislation aimed at prevention. This may indicate that school no-smoking policies are viewed as both a measure to prevent youth from starting and also to protect youth from exposure to ETS created by their peers and educators.
- As might be expected, school divisions and RHAs are actively providing programs and services aimed at prevention. School divisions mainly use curriculum to inform and educate, while RHAs also provide school- and community-based programs. Specifically, nine of 10 school divisions indicated they had a prevention program, and all 10 RHAs were engaged in one type of prevention program or another.
- Three RHAs indicated activity in the area of industry accountability. The activities mentioned include providing basic information on industry marketing practices, supporting legislation to regulate the industry and education regarding sales to minors.
- Media and communications activities to address prevention are used by only about 50% of the respondents from all groups except school divisions. This result may indicate that the costs of undertaking media and communications are prohibitive or that individuals with the necessary skill sets are not available. With only two of 11 school divisions engaged in any media and communications to address prevention, the opportunity exists for NGOs skilled in this area to work with school divisions and address this gap.

Breakdown Chart Summary: Protection

- In all cases the majority of respondents report policies and legislation addressing protection from environmental tobacco smoke. Clearly the respondents are active at least to the degree the law compels them to be. Some have gone further by choosing not to designate smoking areas in their facilities, for example.
- All school divisions have no-smoking policies that apply to both the buildings and properties. More information is needed on how these policies are working, how they are enforced and the practices of staff who smoke.
- All 10 of the RHAs are involved in programs and services to support protection primarily by having health educators work with pre- and post-natal parents on protecting their children from environmental tobacco smoke.
- Very few respondents reported any involvement in industry accountability initiatives. This may indicate a general lack of awareness of the role the tobacco industry plays in advocating against laws that protect the public from environmental tobacco smoke. Alternatively, the awareness may exist but necessary resources to address it do not.
- There also appears to be very little in the way of research and evaluation of activities directed towards protection. While all 10 RHAs report having programs and services only one reported any research and evaluation activity. This result highlights the need to better understand the effectiveness of current activities and alternatives for consideration.

- Overall, the greatest number of respondents reporting activity in media and communications was in the area of protection. This result indicates that as the understanding of the real harm caused by environmental tobacco smoke becomes known, many organizations are seeing it as their duty to educate and inform their constituency. The exception is school divisions, with only one of 11 reporting any media and communications activity related to protection. This result indicates that while all school divisions are strong on protection policy, they do not undertake the communications to support the policy.

Breakdown Chart Summary: Cessation

- Almost 70% of all cessation activity reported is undertaken equally by RHAs and NGOs. Both concentrate most heavily on programs and services, and the media and communications supporting those programs and services.
- Only three NGOs report policy and legislation activity to support cessation. The main activity in this regard is lobbying for increased tobacco taxes as a means of promoting cessation.
- Only one NGO reported any research and evaluation activity related to cessation. With 21 respondents indicating program and service activity, there is a clear deficiency in the ability to ascertain the effectiveness of these programs and services.

Breakdown Chart Summary: Industry Accountability

- Only two NGOs and two school divisions reported any activity related to industry accountability. The nature of the activity undertaken by the NGOs is opposing the tobacco industry's "Operation ID" which is an initiative involving the supply of signage to retailers on the legal age for tobacco sales, and speaking to the media on the tobacco industry's role in various issues. Two school divisions reported a policy that prohibits accepting corporate sponsorship from the tobacco industry.
- The near complete lack of activity in this area indicates that most organizations do not see this activity as fitting within their mandate. It may be that the industry is seen as too formidable an opponent to speak out against, or it could reflect the opinion that they are entitled to sell a legal product like any other business.
- Governments have the ability to address industry accountability through means such as legislation, litigation and regulations. School divisions, NGOs and RHAs can begin educating the public and youth in particular, on the tobacco industry's manipulative practices. A great deal of successful work has been done in the United States in this regard.
- Industry accountability is an important strategy to achieve the Denormalization goal articulated in the National Strategy document. The survey results indicate that this goal will require much more attention in the future.

Appendix — List of Respondents

Aboriginal Health and Wellness Centre
Addictions Foundation of Manitoba
Agassiz School Division
Agassiz Youth Centre
Alliance for the Prevention of Chronic Disease
Birdtail River School Division
Brandon Correctional Institution
Brandon School Division
Burntwood Regional Health Authority
Canadian Cancer Society
CancerCare Manitoba
Central Plains Cancercare Services
Central Regional Health Authority
Centre Youville
Churchill Regional Health Authority
City of Brandon
City of Winnipeg
Council for a Tobacco Free Manitoba
Flin Flon School Division
Garden Valley School Division
Hanover School Division
Healthy Child Manitoba
Interlake Regional Health Authority
Lion's Quest
Manitoba Education and Training
Manitoba Finance
Manitoba Medical Association
Manitoba Pharmaceutical Association
Manitoba Thoracic Society
Manitoba Youth Centre
Marquette Regional Health Authority
Mount Carmel Clinic
Nor-man Regional Health Authority
Parkland Regional Health Authority
Portage Correctional Institution
Seven Oaks General Hospital – Wellness Institute
Snow Lake School District
South Eastman Regional Health Authority
South Westman Regional Health Authority
St. Vital School Division
Whiteshell School District
Winnipeg Regional Health Authority
Winnipeg Remand Centre
Winnipeg Technical College
Women's Health Clinic